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12 March 1952

MEMORANDUM FOR: ASSISTANT DIRECTOR FOR POLICY COORDINATION

SUBJECT: Reorganization of DD/P Headquarters Elements

REFERENCES: (a) Memo from DD/P, dated 8 January 1952; Subject: Organization (Tab A)

(b) Memo for DD/P, dated 9 November 1951; Subject: Amalgamation of OSO/OPC Registry Units. (Tab B)

(c) T.S. Memo #67936, dated 2 November 1951, to DD/P; Subject: Intelligence Support to OSO and OPC (Tab C)

1. Pursuant to the reference memoranda, the following organizational steps have been taken in your absence:

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a. The A/ADPC organized OPC to conform to reference (a) and to your verbal instructions prior to your departure. See Tab D. More recently the [REDACTED] of the PY Division was reconstituted as the IO Division. Tab E.

b. By joint agreement the A/ADPC and the A/ADSO assigned the staff functions merged under reference (a) to specific staff elements of the ADSO or ADPC as shown on Tab F.

c. DD/P directed (Tab G) the Area Division Chiefs to establish a staff to the division command, consisting of elements of:

- (1) Plans and Operations
- (2) Administration and Logistics
- (3) Review and Inspection
- (4) Secretariat.

d. The physical relocation of the merged divisions and staffs are shown on Tab H.

2. More specifically, with reference to the OPC staff divisions:

a. A functional statement of the merged Commercial Division has been published. Tab I.

b. The functional

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b. The functional statement of the merged Air-Maritime Division has been published, (Tab J) and its functional responsibility has been recognized as extending to all elements of DD/P. Tab K.

3. With reference to merged OSO staff elements:

a. The OPC Intelligence Support slots were transferred to the ADSO by ADDP(A) with his request that the reservation of a liaison officer's slot for this function on the OPC staff be accomplished by separate ADPC action. Tab L.

b. All of the OPC Cover and Security slots except two were transferred to the ADSO. Tab M.

c. The A/ADPC has raised some fundamental objections to the organizational structure of the merged Operations Security Branch. Tab N. The point was made that the proposed structure did not reflect the purpose or spirit of merger or afford the proper staff functional service to this office. The structure was almost completely compartmented between the OPC and the OSO needs. However, it is said that such compartmentation is tentative only.

d. The merged office staffs are servicing both OPC and OSO within the limits of the personnel available.

e. The Operations Division of OPC, under its proposed organization, will include functional responsibility for liaison and monitoring the service functions performed for OPC by other DD/P elements in the fields of commo, cover, security, and intelligence support. When ADDP(A) assumes a greater portion of the responsibility for the functions with which he is invested and which presently are being discharged by the AL Staff of OPC, similar liaison and monitoring personnel will have to be attached to the ADPC staff for these functions.

f. OPC relations with other DD/P and CIA organizational elements DCI announced the general principles governing administrative support of OSO and OPC. Tab O. DD/P has not approved, nor has ADDP(A) submitted any plan directed to the consolidation of the administrative and logistic functions of OSO and OPC other than the registry functions being directed by the ADSO for both offices and the cable handling, being transferred to Commo. Tab B.

4. With respect to

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5. With respect to the Area Divisions:

a. EE has organized as shown on Tab P except that another staff element in division command for review and inspection has been established.

b. FE has deferred any organizational change pending the return of the ADSO and the ADPC except for the organization of a joint administration and logistics staff.

c. NEA would like to organize along the lines shown on Tab Q. It is recognized that by the DD/P directive (Tab G) early consideration would be given to a further merger in NEA in view of the prior direction and approval for further merger in that division.

d. WE submitted a memorandum to you for your approval today showing the manner in which they would like to organize.

e. WH has organized as shown on Tab R and was merged far beyond the extent authorized by Tab G under the authority of prior directives. Post approval and formal recognition of this organizational structure, with some modifications, will be sought.

f. SR proposes to organize as shown on Tab S. It has been recognized that SR would ask and be given accelerated consideration of a further degree of merger not authorized by Tab G in view of the scarcity of personnel and the peculiarity of the organization and mission of that division.

g. SE has requested, and I have recommended, the organization of the division staff elements authorized by the DD/P directive (Tab G), the establishment of a PC staff which was not transferred in the partition of Eastern Europe, and has been for the time refused the right to merge several of its branches.

6. Field Stations were invited (Tab T) to submit plans by 1 March 1952 for the approval of ADPC, ADSO, and DD/P, looking to the merger of field station activities. Responses (see folder, Tab U) generally indicate a high degree of de facto merger and urge prompt endorsement, particularly in the field of joint field administrative and support elements.

7. Problems and recommendations as to degree and rate of further merger:

a. Further merger of the command or staff elements of ADPC and ADSO is beyond the scope of this paper.

b. Further

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b. Further clarification of the relationship of OPC with the administration and logistics staff of DD/P awaits development and action by ADDP(A). [REDACTED] who may become [REDACTED] deputy, has been advised that slots and personnel will be needed and retained on the ADPC staff for liaison and monitorship of the support functions being taken over by administration and logistics.

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c. Relationship of this office with the Senior Representatives needs clarification and merits special consideration, as will be pointed out by DPO.

d. As to the office staffs:

(1) No further merger is expected.

(2) What is most needed is additional personnel of both OPC and OSO origin to discharge the staff functions for both offices in order:

(a) To furnish the very much needed assistance to those staffs; and

(b) To furnish the familiarity and experience with the problems, activities, and needs of both the OSO and OPC activities and mission to the merged staffs. It may be noted that [REDACTED] is returning to the States on PCS after an extended tour of [REDACTED] and has been nominated, and accepted by OSO, as a suitable deputy to the merged cover division chief.

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(3) Furthermore, it is desirable to have such merged staffs be assigned a physical location in the buildings housing the covert services, more centrally located with respect to the area divisions.

e. As to the area division merger:

(1) The A/ADSO and the A/ADPC, their staffs, and the merged division chiefs initially and informally endorsed a much higher degree of merger down to the branch levels, as shown on Tab Q. However, the A/ADSO on reconsideration and re-examination of the matter successfully persuaded DD/P that the degree of merger stated in that tab was not desirable at this time and that the only additional merger beyond that already

established by

established by the merged area division command should be the establishment of division staff elements as shown on Tab G. This, in effect, leaves the SO and PC staffs and branches intact.

(2) The objection by the A/ADSO to the merger of the SO and PC staffs was that any further degree of merger would jeopardize the integrity of the functions and the long- and short-range missions of OSO; that any further degree of merger at this time would mean the loss to the ADSO of the assets and resources heretofore available exclusively for the discharge of that mission; and that in any further degree of merger, the dramatic appeal and much greater amount of money devoted to covert operations as compared with the equally important but less exciting covert intelligence mission (particularly the long-range mission) and the relatively small amount of money devoted to that mission might lead to the submerging and dissipation of the SO mission.

(3) Recognizing the genuineness of the apprehension, it was pointed out in the discussions directed to the further merger of the area division staffs that the merged division commander was equally responsible for both the OPC and OSO functions and that the division commander and his general deputy certainly could not allow the one mission to suffer because of the other; that because five of the seven area division chiefs were of SO origin, their training and interests, habits and competence would be most forceful in retaining the necessary emphasis on the SO mission; and that the shortage of personnel in the divisions was a valid reason for, not against, merger to obtain maximum utilization of the assets for the greatest good of both OPC and OSO.

(4) Notwithstanding, DD/P endorsed the lesser degree of merger manifested in Tab G. However, we are still able to proceed from a lesser degree to a greater degree of merger. Had OPC made a strong issue over this point, the greater degree of merger sought might have led to considerable inter-office friction and jeopardized the ultimate good to be gained in further merger. Physical consolidation has been largely accomplished (Tab H) which eliminates that barrier.

(5) It is indicated

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(5) It is indicated that if the present OSO thinking continues, any further degree of merger, and particularly in the field, will be resisted. (See Tab V, Paragraphs 10-15) It is felt that the principal source of the resistance is found not in this office or the area divisions but in a few key AISO staff members.

8. These questions are raised:

a. Do we proceed to a greater degree of merger?

It is my thought that unless the basic directive (Tab A) is to be re-examined, suspended, or modified, we must and should proceed, since the fundamental reasons for which the merger was directed still obtain.

b. At what rate, to what degree, and in what order should the area divisions merge?

(1) The PC and SO elements having similar functions should merge first and soonest. This should include all the staff elements, excepting perhaps only special intelligence because of its high sensitivity. Since the staff functions are all so similar and have such mutually supporting attributes, the progress to the attainment of the goals of both missions would be better by reason of merger. Integrity of separate operations functions and special skills may be maintained as the nature of the operations, the amount of work, the availability of personnel, and cover and security considerations permit. But the command and supervision of such functions should be merged to obtain the most effective discharge of both the OPC and the OSO missions with the greatest economy of personnel. The same reasons apply to further degrees discussed hereafter.

(2) Thereafter, the area branches should be merged. In the area branches, which are so closely identified with the details and action on the field activities, where the shortage of personnel is felt acutely, it is altogether desirable that merger should be accomplished to obtain both the coordination of the covert operational and the covert intelligence activities and to obtain the most effective utilization of the assets both in Hqs. and in the field.

c. What degree of

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c. What degree of uniformity of merged organizational structure is desirable in the area divisions?

It is recognized that there may be differences between the various area divisions as to size, mission, and problems. Nevertheless, it is still desirable that some degree of uniformity of divisional organization be established, if only to obtain administrative equality of treatment of personnel and in order to assure identity and certainty of the staff elements which discharge the necessary functions. The organizational structure being proposed by the seven area divisions show considerable differences.

d. What should be the nature and degree of merger of activities in the field?

(1) It is recognized that the very fact that the field stations are covert, however thin the cover may be, places definite restrictions on the nature and degree of merger of PC and SO activities in the field. However, cover and security permitting, it is equally desirable that the same degree of merger present in the Hqs. area divisions obtain in the field, particularly the command, staff, and other support elements. Special peculiar skills and functions and sensitive agent relationships which are not susceptible of use for both covert operational activities and secret intelligence may well be excepted.

(2) Approval of merger of field station activities should be confined to the particular station under consideration, seeking only uniformity as to stations of similar size which are similarly situated.

(3) It is thought that if further merger is not obtained and in the order stated, it will compound the undesirable features of the division of command authority, exercised on behalf of DD/P, between the ADBO and the ADPC and in effect stultify and defeat the very purpose for which the merger was intended. The present degree of merger may well lead to the bypassing and emasculation of the authority of the merged division command.


9. Specific

9. Specific Recommendations:

a. That you enter into discussion with the ADSO looking to movement of the ADSO and ADPC offices, and those of their staffs, particularly the merged staffs, to a location more centrally located with respect to the area divisions.

b. That you enter into discussion with the ADSO for the purpose of determining the scope, rate, and order of further merger within the area divisions, looking to agreement on a desired organizational structure and a statement of functions of the merged divisions.

c. That you enter into a discussion with the ADSO to establish the standards governing merger within the field stations and appoint a committee to apply those standards to each station. Such a committee should consist of a representative from the ADPC staff, the ADSO staff, and the area division concerned.


Special Assistant to ADPC
for Review and Inspection

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SRI:ALJ/ajo

Att: Tabs A-V

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